

## THE RIGHT AGE LEARNING PROGRAMME (PAIC) ACCORDING TO BRAZILIAN ACADEMIC ARTICLES

### *O PROGRAMA APRENDIZAGEM NA IDADE CERTA (PAIC) SEGUNDO ARTIGOS ACADÊMICOS BRASILEIROS*

### *EL PROGRAMA DE APRENDIZAJE DE LA EDAD ADECUADA (PAIC) SEGÚN LOS ARTÍCULOS ACADÉMICOS BRASILEÑOS*

Maria Helena de Aguiar BRAVO<sup>1</sup>  
Vanda Mendes RIBEIRO<sup>2</sup>  
Maria do Carmo Meirelles Toledo CRUZ<sup>3</sup>

**ABSTRACT:** This text aims to analyze 39 academic articles selected from the Scielo database, in April 2020, dealing with the Program for Learning at the Right Age (Paic) and understand how the literature has been appropriating the theme in the light of political science categories that aim to translate the phases of public policies, as well as identify the institutions and localities that study it, the temporality of production and analyze its main objectives. The keywords used in the search were Ceará and Paic. It is concluded that the Paic has been studied in national and international context, with researchers associated with various public, private and non-governmental institutions. It was observed the expansion of scientific production over the years. It is noteworthy the focus of researchers on the formulation phase of Paic and its strategies and also on the evaluation phase, in this case, to understand its effects and learning outcomes of students.

**KEYWORDS:** Ceará. Paic. Educational policies. Public policy cycle. State of knowledge.

**RESUMO:** Este texto tem por objetivo analisar 39 artigos acadêmicos selecionados na base Scielo, em abril de 2020, que tratam do Programa Aprendizagem na Idade Certa (Paic) e compreender de que forma a literatura vem se apropriando do tema à luz de categorias da ciência política que visam traduzir as fases das políticas públicas, bem como identificar as instituições e localidades que o estudam, a temporalidade da produção e analisar seus principais objetivos. As palavras-chave de busca foram Ceará e Paic. Conclui-se que o Paic

<sup>1</sup> University of São Paulo (USP), São Paulo – SP – Brazil. Doctoral student at the Postgraduate Program in Education, College of Education, University of São Paulo (FEUSP). Coordinator of Educational Projects in Scale at Sincroniza Educação and member of the "Group of Studies and Research in Educational Assessment (Gepave)" at FEUSP. FAPESP Scholarship. ORCID: <https://orcid.org/0000-0001-5077-8839>. E-mail: [mh.bravo@yahoo.com.br](mailto:mh.bravo@yahoo.com.br)

<sup>2</sup> São Paulo City University (UNICID), São Paulo – SP – Brazil. Professor at the Postgraduate Program in Education and at the Postgraduate Program of Formation of Educational Managers. Member of the Study Network on the Implementation of Public Educational Policies (REIPPE). Doctorate in Education (USP). ORCID: <https://orcid.org/0000-0002-2275-7122>. E-mail: [vandaribeiro2@gmail.com](mailto:vandaribeiro2@gmail.com)

<sup>3</sup> São Paulo City University (UNICID), São Paulo – SP – Brazil. Professor of the Postgraduate Program in Education (Master's and Doctorate) and the Professional Master's Degree in Educational Managers Training. PhD in Public Administration and Government (FGV). ORCID: <https://orcid.org/0000-0003-4375-5270>. E-mail: [carminhameirelles@gmail.com](mailto:carminhameirelles@gmail.com)

*vem sendo estudado em contexto nacional e internacional, com pesquisadores associados a diversas instituições públicas, privadas e não governamentais. Observou-se a ampliação da produção científica ao longo dos anos. Destaca-se o foco dos pesquisadores sobre a fase de formulação do Paic e de suas estratégias e também sobre a fase da avaliação, neste caso, para compreender seus efeitos e resultados de aprendizagem dos alunos.*

**PALAVRAS-CHAVE:** Ceará. Paic. Políticas educacionais. Ciclo de políticas públicas. Estado do conhecimento.

**RESUMEN:** *Este texto tiene como objetivo analizar 39 artículos académicos seleccionados de la base de datos Scielo, en abril de 2020, que tratan del Programa de Aprendizaje en la Edad Correcta (Paic) y comprender cómo la literatura se ha ido apropiando del tema a la luz de las categorías de la ciencia política que pretenden traducir las fases de las políticas públicas, así como identificar las instituciones y localidades que lo estudian, la temporalidad de la producción y analizar sus principales objetivos. Las palabras clave utilizadas en la búsqueda fueron Ceará y Paic. Se concluye que el Paic ha sido estudiado en el contexto nacional e internacional, con investigadores asociados a diversas instituciones públicas, privadas y no gubernamentales. Se observó la expansión de la producción científica a lo largo de los años. Cabe destacar el enfoque de los investigadores en la fase de formulación del Paic y sus estrategias y también en la fase de evaluación, en este caso, para conocer sus efectos y los resultados de aprendizaje de los alumnos.*

**PALABRAS CLAVE:** Ceará. Paic. Políticas educativas. Ciclo de políticas públicas. Estado de los conocimientos.

## Introduction

This text<sup>4</sup> aims to analyze academic articles that deal with the Learning Program at the Right Age (Paic) and understand how the literature has been appropriating the theme in the light of political science categories that aim to translate the phases of public policies. It also intends to identify the institutions and localities that study it, the temporality of the productions and their main objectives. It is assumed that public policies can be analyzed as a cycle that passes through the phases of agenda, formulation, implementation and evaluation (HAM; HILL, 1993; LOTTA, 2019; SARAVIA; FERRAREZI, 2006). Although such separation has merely didactic characteristics, since the limits between the phases and their operationalization are often confused, this division is considered as an analytical instrument

<sup>4</sup> This article comes from the Project “Implementation of Educational Policies and Equity in Contexts of Social Vulnerability”, funded by the Research Support Foundation of the State of São Paulo (FAPESP), process number 2018/11257-6. This research project brought together researchers from several national and international institutions, several of them from the Study Network on the Implementation of Public Educational Policies (REIPPE), under the coordination of Vanda Mendes Ribeiro, from Unicid. The opinions, hypotheses and conclusions or recommendations expressed in this material are the responsibility of the author(s) and do not necessarily reflect FAPESP's view.

for understanding the decision-making processes associated with public policies (SOUZA, 2003).

According to the delimitations presented by Lotta (2019), the agenda would be the moment to define the priority topics to be addressed by the State; in the formulation phase, policies are designed, with planning and decisions on their guidelines, objectives and models; implementation seeks to materialize the formulated plans; and the evaluation, qualifies and measures its results.

In the phase named as agenda, the literature also highlights that a list of “problems” or “issues” that call the attention of the government and citizens is constituted, and the studies focused on this phase of the policy cycle seek to understand how and why these issues have a higher or lower priority in government attention over time (SOUZA, 2003; CAPELLA, 2006 *apud* LOTTA, 2019, p. 12).

In the implementation phase, the literature has highlighted that the implementation of public policy strongly depends on the action of bureaucrats, considering their beliefs, interactions and values, and the instruments and norms of state action (HAM; HILL, 1993; LOTTA, 2019).

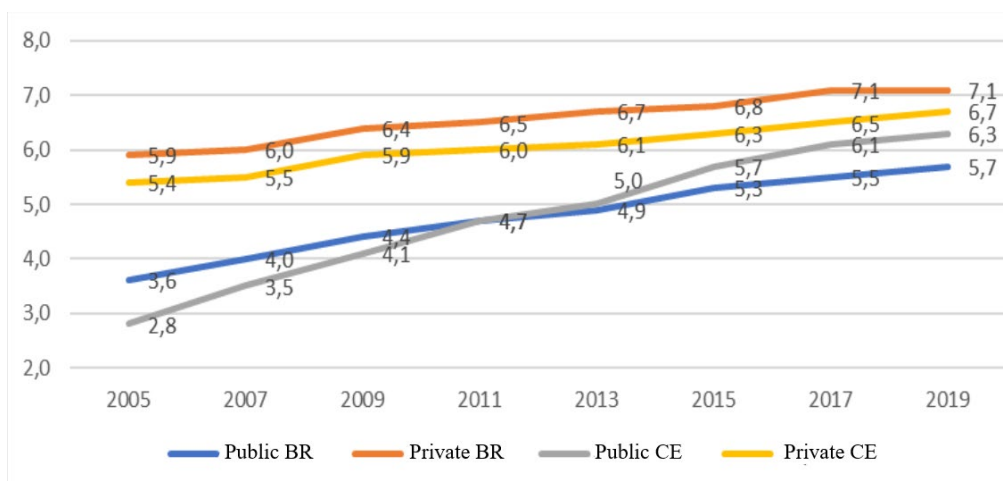
The mapping and analysis of scientific production related to PAIC is justified, due to its relevance in achieving educational results in the state of Ceará, including in terms of equity, when compared to the Brazilian situation (KASMIRSKI; GUSMÃO; RIBEIRO, 2017). PAIC also served as inspiration for the elaboration of the National Pact for Literacy in the Right Age (Pnaic) (GIUSTO; RIBEIRO; VÓVIO, in press).

Studies such as Cruz, Farah and Ribeiro (2020) point out that strategies adopted by PAIC managers and the Program implementation process are part of the list of factors that led Ceará students to achieve and exceed learning goals stipulated and measured by the large-scale learning assessments. For the authors (2020, p. 1286), the main management strategies were:

[...] the reorganization of the Secretary of Education of the State of Ceará, with the creation of a department dedicated to cooperation with the municipalities; the adoption of axes that organize the PAIC action in cascade, starting from the Secretariat until reaching the schools; the adoption of instruments and tools that put implementing agents around common goals; systemic action; the follow-up and monitoring of actions and results, with the dissemination of progress; and the mobilization of municipalities and other social actors (CRUZ; FARAH; RIBEIRO, 2020, p. 1286, our translation).

An analysis of data from the Basic Education Development Index (Ideb) from 2005 to 2019, which compares public and private schools in Brazil and the state of Ceará, shows that public schools in Ceará approached the average of private schools in the state, surpassing the average of Brazilian public schools, as explained in Graph 1.

**Graph 1** – Ideb of private and public schools in Brazil and Ceará



Source: Mamede *et al.* (in press)

The data presented reinforce the findings of Padilha *et al.* (2012) who, exploring relationships between the quality of Public Education in Elementary II, from IDEB 2009 and characteristics of municipalities, among the Northeastern states, Ceará stands out with the highest average, with 46% of its municipalities with IDEB above the region's average (3.6) and only two municipalities below it. According to the authors, factors such as the strong investment in the implementation of educational policies – with modernization of public management, evaluation and support for implementing agents –, the articulation between state and municipal networks, and the continuity of educational policy may have influenced the reach of such results.

For Carnoy *et al.* (2017) and Segatto and Abrucio (2016), the state's results also come from the systemic view of the Program's design and the collaboration regime between the state and its municipalities. Carnoy *et al.* (2017) sought to understand possible differences in the "effectiveness" of Brazilian state administrations in education policies, and observed that, over a 14-year period, the increase in mathematics performance is associated with the effectiveness with which subnational states were able to work collaboratively. These authors highlight the state of Ceará and its governance as a positive example. As pointed out by Padilha *et al.* (2012, p. 79, our translation), “everything indicates that Ceará experienced,

paradoxically, a strongly centralized decentralization (municipalization) (by state control)”, which was called “orchestrated decentralization”.

In the same vein, Vieira and Vidal (2013) emphasize that the municipalization of education in the state of Ceará “was sought over time and in a permanent process of approximation and negotiation between the state government and municipal governments” (p. 1081, our translation), different from other municipalization processes in the country, which had as a priority the direct collaboration of the Union with municipalities and schools. For the authors, characteristics such as collaboration between state and municipalities, the establishment of regional bodies and collaboration between schools were some of the characteristics that guided the work developed.

The design and way of implementing the program are also seen by some authors as factors that led to increased educational equity. Kasmirski, Gusmão and Ribeiro (2017), mentioned above, verified whether the Literacy Program in the Right Age (Paic) contributed to improving equity in municipal education networks in the state of Ceará. They state, after making use of a *difference-in-differences* methodology, that

At both the student and school level, relative to both control groups, Paic increased the likelihood that a child would reach the appropriate level of Portuguese Language proficiency. The coefficients range from 9.6 to 13 percentage points (p.p.). Considering that the percentage of students with performance above or equal to the floor increased by 25 p.p. between 2007 and 2011 for the cohort (Table 2), it can be said that PAIC was responsible for at least 39% of this increase (KASMIRSKI; GUSMÃO; RIBEIRO, 2017, p. 869, our translation).

They also point out that, in the process of implementing the program, one can observe

the existence of a system for monitoring the learning of each student, planning and monitoring actions in schools and other administrative levels, induction of reorganization of processes in municipal networks, teacher formation, use of structured material, induction of policies for early childhood education, pedagogical interpretation of the results of external evaluations in the network to correct directions and provide additional support to municipalities with lower results. These actions are close to what was named by Crahay (2000) as a “piloting system”, necessary, according to the author, to achieve equity (KASMIRSKI; GUSMÃO; RIBEIRO, 2017, p. 869, our translation).

Such elements suggest that the positive effects observed in the school performance and equity of Ceará students are directly associated with the integrated and articulated actions developed within the scope of the Program and the educational policies of the state of Ceará.

## O Programa Aprendizagem na Idade Certa

The process of elaborating the Literacy Program in the Right Age began in 2005, inspired by the experience of Sobral (CE) and following the recommendations of the report produced by the Committee of the Ceará Legislative Assembly on the problem of school illiteracy. Through cooperation between the Union of Municipal Education Directors (Undime) of Ceará and the Association of Municipalities and Mayors of the State of Ceará (Aprece), and with technical and financial support from the United Nations Children's Fund (Unicef), the Program aimed to support municipalities to raise the quality of children's literacy (BRASIL, 2005; CEARÁ, 2012). The adoption of a partnership model with other institutions representing the municipalities and with a recognized technical base has become a central element in Ceará's educational policies.

Over the years 2005 and 2006, the Program involved 56 municipalities under non-governmental coordination, with financial support from Unicef. On the same occasion, the Program carried out studies, seminars and guidance to municipal secretaries through technical assistance on management and external evaluation, functioning as a pilot program (BRASIL, 2005; CEARÁ, 2012).

The Literacy in the Right Age Program was launched as a public policy in 2007 and institutionalized through Law No. 14,026, of 17 December 2007. At the time, recognizing literacy as a priority, the objective of the Program was to teach all Ceará students to read and write until the second year of elementary school. To this end, in collaboration with the municipalities, PAIC was organized into five axes: (1) Early Childhood Education; (2) Pedagogical Management – Literacy and Teacher Formation; (3) Municipal Education Management; (4) Reader Formation; and (5) External Learning Assessment.

In 2008, through Decree No. 29,306, of 5 June 2008, 25% of the proceeds from the Tax on Operations related to the Circulation of Goods and on Provision of Interstate and Intermunicipal Transport and Communication Services (ICMS) belonging to the municipalities is distributed according to the results in health, education and environment. 18% of this amount is distributed according to the Municipal Educational Quality Index of each municipality, established by the approval rate of students from the 1st to the 5th year of Elementary School and by the average obtained by the students of the 2nd and 5th year of the municipal network in learning assessments. In 2009, through Law No. 14,371, of 19 June 2009, the *Escola Nota Dez* Award was created, aimed at providing financial subsidies to up to 150 public schools that had obtained the best literacy results, expressed by means between 8.5



and 10.0 in the School Performance Index – Literacy (IDE-Alpha) for the 2nd year of Elementary School. The awarded schools are responsible for carrying out technical-pedagogical cooperation actions, for a year, to the 150 schools with the lowest literacy results from the IDE-Alpha.

In 2011, through Law No. 14,949, of 27 June 2011, the Program's actions were expanded to the 5th year of Elementary School and sought to establish the necessary conditions for all Ceará students to achieve learning expected without age-grade distortion and with the mastery of reading, writing and calculation skills appropriate to their age and level of education. At the same time, the State, in compliance with the collaboration regime, would provide technical and financial cooperation to Ceará's municipalities, with a view to improving learning outcomes.

Also in that same year, through Law no. 15,052, of 6 December 2011, the *Escola Nota Dez* Award was extended to assess the learning of Portuguese and mathematics by students in the 5th year of Elementary School, expressed by the Performance Index. School - 5th year (IDE-5). The program is now called Paic+5. The aforementioned Law also conditioned the Award to those schools that belonged to municipal networks that had, at least, 70% of all students in the 2nd year of Elementary School located at the desirable level within the literacy scale of the Permanent System of Evaluation of Basic Education of the Ceará (Spaee), causing isolated results of schools not to result in awards. In addition, it was established that schools awarded or supported by the *Escola Nota 10* Award would be prevented from competing for the award in its next edition.

Subsequently, through Decree No. 30,797, of 29 December 2011, the so-called “Adjustment Factor for the Universalization of Learning” was added, which aimed to encourage schools to have a higher percentage of students at the levels of teaching considered appropriate. Thus, it is not enough for students to individually present good proficiency results in Spaee. To contemplate the adjustment factor, a high degree of universalization of learning is necessary, that is, so the set of students has good results.

With the enactment of Law No. 15,921, of 15 December 2015, the scope of the Program is expanded and its name is changed to Learning at the Right Age Program (Mais Paic). The Program expands its target audience, aiming to establish the necessary conditions for all students from Ceará to reach the 9th year of Elementary School without age-grade distortion and mastering adequate reading, writing, calculation and science skills adequate to their age and level of education.

At that moment, the initial axes of the Program were modified. Thus, Mais Paic is organized into: (1) Municipal Education Management; (2) Elementary School I; (3) Elementary School II; (4) Early Childhood Education; (5) Literature and Reader Training; and (6) External Assessment.

Paic is regulated by different laws, decrees and protocols published since 2007, as shown in Table 1.

**Table 1** – Legislation relating to the Learning at the Right Age Program

TYPE	NORMATIVE	GUIDELINE
Law	Law No. 14,026, of 17 December 2007	Creates the Literacy Program at the Right Age - Paic
	Law No. 14,371, of 19 June 2009. (Repealed by Law No. 15,923, of 15 December 2015)	Creates the <i>Escola Nota 10</i> Award, intended to reward public schools with the best result in the School Performance-Alphabetization Index - IDE - Alfa, and other measures
	Law No. 14,580, 21 December 2009	Amends provisions of Law No. 14,371, of 19 June 2009
	Law No. 14,949, of 27 June 2011	It adds a provision to Law No. 14,371, of 19 June 2009, and makes other provisions.
	Law No. 15,052, of 6 December 2011. (Repealed by Law No. 15,923, of 15 December 2015)	Establishes the <i>Escola Nota Dez</i> Award.
	Law No. 15,164, of 25 May 2012	Add art. 5-a to Law No. 14,026, of 17 December 2007.
	Law No. 15,246, of 6 December 2012	Changes the wording of articles 2 and 3 of Law No. 15,052, of 6 December 2011, and makes other provisions.
	Law No. 15,276, of 28 December 2012.	Disciplines additional rules to Law No. 14,026, of 17 December 2007.
	(Changes the wording of the Caput of Art. 2 of Law No. 14.026, of 17 December 2007.)	Creates the Learning at the Right Age Program - Mais Paic.
	Law No. 15,922, of 15 December 2015	Changes the wording of item II of article 1 of Law No. 12,612, of 7 August 1996 - ICMS Law.
Decrees	Decree No. 29,306, of 5 June 2008	Provides for the criteria for calculating the percentage rates for the delivery of 25% of ICMS belonging to the municipalities, pursuant to Law No. 12,612, of 7 August 1996, amended by Law No. 14,023, of 17 December 2007, and other measures.
	Decree No. 29,896, of 16 September 2009	Regulates Law No. 14,371, of 19 June 2009, which creates the <i>Escola Nota 10</i> Award, intended to reward public schools with the best results in the School Performance Index - Literacy, IDE - Alfa, and other measures.



	Decree No. 30,797, of 29 December 2011	Regulates Law No. 15,052, of 6 December 2011, which creates the <i>Escola Nota 10</i> Award, intended to reward public schools with the best learning results in the second and fifth years of Elementary School, and other measures.
	Decree No. 30,796, of 29 December 2011	Amends provisions of Decree No. 29,881 of 31 August 2009 and makes other provisions.
	Decree No. 32,079, of 9 November 2016	Regulates Law No. 15,923, of 15 December 2015, which creates the <i>Escola Nota 10</i> Award, intended to reward Public Schools with the best learning results in the second, fifth and ninth years of Elementary School, and other measures.
<b>Others</b>	Protocol of Intent, of 24 May 2007	Protocol of intent signed between the government of the state of Ceará and the 184 municipalities in the state.
	Term of partnership, of 25 May 2011.	Term of partnership signed between the government of the state of Ceará and Paic's partner institutions
	Opinion No. 906, of 6 December 2018.	Approves complementary rules to institute and guide the implementation of the Ceará Referential Curriculum Document: Principles, Rights and Guidelines, based on the National Common Curricular Base (BNCC) of early childhood education and elementary school, within the scope of the Education System of the State of Ceará.
	Resolution No. 474, of 6 December 2018.	It sets complementary rules to establish the Ceará Referential Curriculum Document, Principles, Rights and Guidelines, based on the National Common Curricular Base (BNCC) for early childhood education and elementary school and guides the development of curricula and their implementation in school units of the state and municipalities of Ceará.

Source: Devised by the authors – adapted from Ceará (n/d)

Law No. 15,164, of 25 May 2012, adds art. 5 to Law n° 14.026, of 17 December 2007, authorizing Seduc/CE to grant research, innovation or technological extension grants, with the objective of carrying out research, performing technical activities and providing formation and qualification of the Secretariat and technicians and teachers of the municipal education network.

Costa and Ramos (2020) point out that, as discussed in the literature and confirmed by the interviews carried out in their research, through PAIC, the collaboration regime between Seduc/CE and the Municipal Departments of Education was strengthened, through a process of political restructuring that established a new *modus operandi* in intergovernmental relations, transforming Paic into the “flagship” of educational policy since the Gomes government (2007-2014) until the management of Camilo Santana (2015 – current).

## Methodological procedures

This is a state of knowledge survey, as conceptualized and operationalized by Nogueira (2015). For the author, this type of research has a documentary, bibliographic and

descriptive character, and addresses a single sector of publications on a topic, differentiating itself from the state of the art, which has greater scope.

For the proper analysis of the texts, workshops/discussions were held between the authors and the methodology of content analysis developed by Bardin (1979) was used as a basis, understood as a set of communication analysis techniques that seek systematic results for the production of inferences for the different types of study.

Bardin (1979) suggests three steps in the planning phase of a content analysis: (1) pre-analysis; (2) material exploitation; and (3) data processing.

The pre-analysis consists of the selection of documents to be studied and the formulation of questions and hypotheses that support the work. In order to guarantee the validity and reliability of the results, Bardin (1979) indicates that, at this stage, all communication must be exhausted; have a representative set of documents; documents and data must be selected using the same procedures and techniques; documents must be related to the research objective; and each element must compose only one analysis category.

In the pre-analysis stage, in April 2020, articles available in Educa and Scielo were collected, considering the descriptors “Ceará” (with and without accent) and “Paic”. Articles mapped by researchers associated with the Study Network on the Implementation of Public Educational Policies (REIPPE) were also selected. After this process, 52 articles were selected.

Subsequently, the second stage, exploration of the material, began. To this end, the abstracts of these articles were read in order to understand their contents and, in this way, 39 articles were reached that referred to the research object in focus: academic articles that analyze PAIC or aspects related to the Program.

In the third stage, data processing (inferences and interpretations), then, the elaboration of categories of analysis and the classification of texts were carried out.

Initially, according to the main objective presented in each of the texts, the articles were classified according to the phases of the public policy cycle to which they refer: agenda, formulation, implementation and evaluation. In addition to these phases, the “implementation context” was also considered due to its influence on the implementation of public policies.

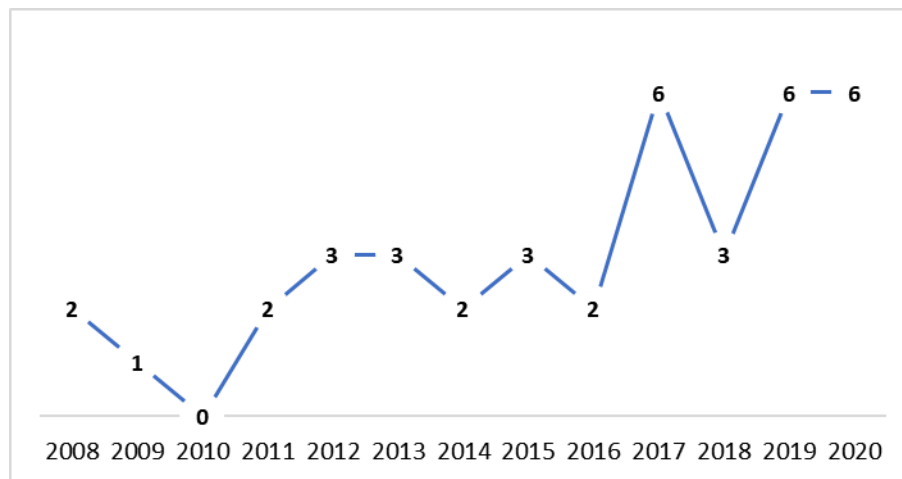
Subsequently, the other categories were defined for exploration of the texts related to the objectives of the articles, their methodologies and main conclusions. The year of publication of the article, the keywords, the authors and their institutional affiliations at the time of publication were also highlighted. Excerpts from the articles were classified and

analyzed according to the base literature, in order to relate the results of the bibliographic review work with the knowledge accumulated in the area.

## Analysis

Regarding the year of publication of the selected articles, it is observed that the production started in 2008, which must be related to the year of creation/official implementation of the Program (2007), showing a growth trend from then on.

**Graph 2 – Number of articles per year**



Source: Devised by the authors

The **institutional affiliations** of the authors at the time of publication of the articles were also identified. Considering the 39 selected publications, 77 different authors were identified, associated with 41 different institutions. This dispersion indicates that the policy established by PAIC draws the attention of different institutions (universities, NGOs, foundations, etc.) and researchers (academics, schoolteachers, public managers, etc.) interested in understanding this policy.

Regarding Brazilian Universities and Higher Education Institutions (HEIs), there is a large number of institutions and researchers that have published about the Program. Among these, those with the highest number of researchers stand out: (1) Federal University of Ceará (UFC), with 20 authors involved in the production of 12 articles; (2) Ceará State University (UECE), with nine authors participating in seven articles; (3) Getúlio Vargas Foundation (FGV), with seven authors in seven articles; (4) University of São Paulo (USP), with six authors in six articles; and (5) Federal Institute of Education, Science and Technology of Ceará (IFCE), with five researchers in two articles.

Fewer researchers from 19 other Brazilian Universities and HEIs produced about PAIC: Federal University of Rio Grande do Norte (UFRN); University of Campinas (Unicamp); São Paulo City University (Unicid); Federal University of Paraíba (UFPB); Pontifical Catholic University of Rio de Janeiro (PUC-Rio); University of Vale do Rio dos Sinos (Unisinos); Pontifical Catholic University of Paraná (PUCPR); University of Brasília (UnB); Ibirapuera University – SP; Pontifical Catholic University of Campinas (PUC-Campinas); Cândido Mendes University (UCAM); Federal University of Rio de Janeiro (UFRJ); Rio de Janeiro State University (UERJ); Institute of Education and Research (Inspere); Federal University of Juiz de Fora (UFJF); Federal University of Minas Gerais (UFMG); Federal University of Piauí (UFPI); State University of Vale do Acaraú (UVA) – Sobral (CE); and São Paulo State University Júlio de Mesquita Filho (Unesp).

In addition to the aforementioned UFC, UECE, IFCE and State University of Vale do Acaraú – Sobral, all from Ceará, researchers who are public managers or professors related to the Ceará State Department of Education were also identified (five researchers involved in the production of two articles) and the Ceará Public Education Network, state and municipal (three researchers who wrote two articles).

One researcher is associated with Colégio Dom Pedro II, in the municipal network of Rio de Janeiro, and another with the municipal network of São José dos Pinhais (SP). Both were involved in the production of one article each.

Regarding Non-Governmental Organizations and other national institutes and foundations, the Center for Studies and Research in Education, Culture and Community Action (Cenpec) stands out, with seven researchers responsible for the production of four articles; beyond Unicef; and the National Institute of Educational Studies and Research Anísio Teixeira (Inep), with one researcher each, involved in the production of an article respectively.

Eight international institutions were identified, with nine authors involved in the production of six articles on PAIC: Stanford University; University for the International Integration of Afro-Brazilian Lusophony (Unilab); University of Sussex; Complutense University of Madrid; World Bank; National Research University Higher School of Economics (Russia); University of Aysen (UAY); and Inter-American Development Bank.

A researcher linked to a private company that provides services on educational assessment was also involved in the production of one of the selected articles.

With these results, it is observed that PAIC has been studied, nationally, by researchers from almost all regions of the country, except for the northern region, in 24

universities. The international interest in the Program is also noted, with studies carried out in countries such as the United States, Chile, Spain and England.

The **keywords** of the articles were analyzed, since these (or a group of them) describe the theme or subject of a text, being used by other researchers as tools for searching articles in databases. It can be inferred that the keywords also reflect the field of knowledge to which the researcher relates his work, as he expects it to be found by his peers.

The analysis identified that, in the 39 selected articles, 67 different keywords were used, which could be grouped into seven thematic sets:

1. Public policies and educational policies, with 14 different words and 38 occurrences, with words that refer to educational policy, management mechanisms, political understandings and government relations;
2. Evaluation, with 16 different words and 28 occurrences, which report to the different models and evaluative designs used by the state, names of large-scale learning evaluation initiatives, quality indicators and concepts related to school performance;
3. Financing and incentives, with nine distinct words and 14 occurrences, which indicate works on bonus and accountability policies committed by national and subnational governments, awards and tax incentives;
4. Location, with two distinct words and seven occurrences, which refer to the place or educational network to which the study relates;
5. Quality and equity, with six different words and 17 occurrences, which refer to discussions of quality in education, principles of equity and justice;
6. Paic and literacy, with six distinct words and 19 occurrences, which concern the Program addressed in this article, literacy concepts and pedagogical dynamics;
7. Others, with 14 different words and 18 occurrences, deal with basic education, teacher formation, education networks and forms of governance.

The diversity of keywords found and the themes to which they relate demonstrate the scope of possibilities for studies on different themes when it comes to PAIC. This scope can be considered an indicator of the systemic way in which the program was designed and implemented, as pointed out by Cruz, Farah and Ribeiro (2020) and other authors mentioned here.

To explore the content of the selected articles, two categories were used: policy cycle, considering its different phases (here considered as subcategories), and analysis of the objectives of articles classified in each of the subcategories of the policy cycle.

It is noteworthy that, due to the complexity of the study of policies (PALUMBO, 1988), several authors make use of the policy cycle model because of its didactic character, which facilitates the understanding of the chain of phases that make up public policy, breaking down the multidimensional process in watertight phases that make it possible to examine them alone or together (HOWLETT, 1995 *apud* HENRIQUE, 2018).

In this study, based on the main aspects addressed by the authors in the selected articles, we sought to classify them according to the phases of the policy cycle considered here: Agenda; Formulation; Implementation and implementation context; and Evaluation (LOTTA, 2019; SECCHI; COELHO; PIRES, 2019). Within the scope of this classification, the objectives of the studies were explored, seeking the intentionality of the researchers who have been dealing with PAIC.

Two studies related to the agenda subcategory were identified, this group being the one with the lowest representation among the selected articles. Both works seek to explore the factors that led the school literacy agenda and other actions related to it to gain relevance in the educational agenda of the state of Ceará, with a focus on the development of PAIC (SUMIYA; DUARTE DE ARAÚJO; SANO, 2017; SUMIYA; SANO, 2021). It is also noteworthy that both articles have the same researcher as the first author.

In the **formulation** subcategory, 15 studies were identified, resulting in the largest of the groups categorized here. Analyzing the objectives of the texts, the following points of interest were identified:

1. Paic design, with three texts that approach the design of the Program, exploring its guidelines and educational policies for basic education. The PAIC processes and their management strategies are focused (ALFLEN; VIEIRA, 2018; GUSMÃO; RIBEIRO, 2011; CRUZ; FARAH; RIBEIRO, 2020).
2. Design of the Escola Nota Dez Award, with two texts that explore the creation of the Award, its objectives and tools (use of awards and financial incentives for different educational actors based on student results in these assessments) (CALDERÓN; RAQUEL; CABRAL, 2015; SOARES; WERLE, 2018).
3. Design of the ICMS distributive regime to the municipalities, with two texts that explore the importance of educational evaluation in the policy of transferring the



ICMS share by the government of Ceará to the municipalities, shedding light on the way in which this distribution of resources is related to education (SIMÕES; ARAÚJO, 2019; BATISTA *et al.*, 2019).

4. Design of the evaluation carried out by Spaece within the scope of Paic, with five texts that address the conceptual foundations that supported the creation of the System, its methodological procedures, the dissemination mechanisms and the main actions developed by the government (LIMA, 2012; LIMA; PEQUENO; MELO, 2008; MAGALHÃES JÚNIOR; LIMA; FARIAS, 2013; MARQUES; AGUIAR; CAMPOS, 2009; MARQUES; RIBEIRO; CIASCA, 2008).
5. Regulatory dynamics, with a text that discusses the school accountability policy, recognizing and distinguishing its effects (low-stakes and highstakes) in the scope of the public administration of Ceará education over the last 15 years (ARAÚJO; LEITE; ANDRIOLA, 2019); e
6. collaboration regime, with a text that deals with forms of collaboration between federative entities developed in the educational field in the state of Ceará (VIEIRA; VIDAL, 2013).

Regarding implementation studies, eight studies were classified, two of which also correspond to the formulation subcategory and one to the evaluation subcategory. The points of interest identified in this group refer to:

1. Regulatory issues, with three texts that seek to analyze the implementation of specific educational programs, including PAIC, through the performance of state governments and their regulatory models (SEGATTO, 2012; SEGATTO; ABRUCIO, 2016; RIBEIRO; BONAMINO; MARTINIC, 2020);
2. Collaboration regime between federated entities, with two texts that seek to understand the functioning of the Brazilian federative pact, based on the relationship established between states and municipalities in the implementation of Paic (COSTA; RAMOS, 2020; SEGATTO; ABRUCIO, 2016);
3. Management, with a text that analyzes the behavior of Ideb in the initial and final grades of Elementary School in ten municipalities in Ceará, under the assumption of observing the extent to which municipal management has a systemic vision for the educational network (VIDAL; VIEIRA, 2011).
4. Implementation of the *Escola Nota Dez* Award, with two texts aimed at exploring the Award as a policy inducing improvements in Spaece's results (CALDERÓN;

RAQUEL; CABRAL, 2015), also considering the speech of awarded school teachers (MOTA; MOTA, 2019).

Regarding the evaluation subcategory, the researchers seek to map the different evaluation instruments used, the results achieved in the different dimensions of the policy, the actors involved and the uses of such results. Fourteen articles were identified, constituting the second largest categorical group in this study. It is noteworthy that three studies classified here also correspond to the formulation subcategory, and one to the implementation subcategory. The points of interest to which the evaluation studies refer are:

1. Expansion of the quality of education, with three texts that seek to evaluate the program from its conception to its social impacts, through discussions on school accountability policies, the relationships established between state and municipalities and the quality of education (ARAÚJO; LEITE; ANDRIOLA, 2019; MOREIRA *et al.*, 2015.; PADILHA *et al.*, 2012)
2. Equity promotion, with six texts that, through different methodologies, sought to analyze the strategies of PAIC and its causal effect on the impact on educational equity between students and elementary schools in Ceará (COSTA; CARNOY, 2015; CARNOY *et al.*, 2017; CRUZ; FARAH; RIBEIRO, 2020; SILVA; MAGALHÃES JUNIOR, 2014; PADILHA *et al.*, 2013; KASMIRSKI; GUSMÃO; RIBEIRO, 2017)
3. Effects of the *Escola Nota Dez* Award, with two texts that address the educational policies of accountability and bonuses, developed and applied by the government of the state of Ceará, with emphasis on the *Escola Nota Dez* Award and its design of incentives (KOSLINSKI; RIBEIRO; OLIVEIRA, 2017; ARAÚJO; LEITE; PASSONE, 2018).
4. Paic Efficiency, with two texts that seek to identify determinants of efficiency that led the state of Ceará to improve its educational performance, considering the different educational policies adopted, with emphasis on Paic (GRAMANI, 2017; LAVOR; ARRAES, 2014).
5. Effects of ICMS distribution, with a text that proposes to examine archetypes of budgetary linkages implemented in the state of Ceará, testing their effectiveness in increasing the proficiency of students in their municipal schools (CARNEIRO; IRFFI, 2017).

Considering that the literature on public policies assesses that the implementation context with its institutional, political, cultural, social and financial aspects has a strong interference in the results and in the concrete configuration of a public policy (SANTOS, 1979; ARRETCHE, 2001; LOTTA, 2014; GOMES, 2019), it was also decided to include the context of implementation as an analytical category, within which four studies were classified.

Part of these texts explore the Ceará context, seeking to focus on its relationship with the governmental characteristics imposed by the idea of modernization of the state, via the principles of New Public Management and economic neoliberalism (SAMPAIO, 2016; ZIENTARSKI; MENEZES; SILVA, 2019). There is also another line of analysis that explores the context through theories of governance, path dependence (VIEIRA; PLANK; VIDAL, 2019), democratic and participatory management (SOUSA; VIDAL, 2020; ZIENTARSKI; MENEZES; SILVA, 2019).

### **Final considerations**

The analyzes allow us to point out that PAIC has been studied in a national and international context, with associated researchers from various public, private and non-governmental institutions. The diversity of keywords used by the authors denotes different themes and corroborates the literature that claims that PAIC is a systemic program that operates through different means and strategies.

The expansion of scientific production over the years of the Program's implementation, which began in 2007, stands out, showing a growing interest in understanding it in the area of education and public management.

It can also be identified that researchers who focus on the study of Paic have as their main focus the phases of Paic formulation (with its strategies) and evaluation, seeking, in this case, to understand its effects and results in terms of learning students and tackling school inequality. This highlight prompts us to question whether this concentration on these two phases of the policy cycle would be a trend in the areas of educational policy and public management. And it confirms the importance of broadening the view of this Program in terms of its institution as a public agenda and also in terms of its implementation. It is in the context studies that some studies appear questioning the Program's foundations, relating its strategies to neoliberalism. More studies on the implementation of the program and reflections on

principles of justice, considering that neoliberalism is a proponent of the Minimum State and utilitarianism (RAWLS, 2003), could shed light on this debate.

**ACKNOWLEDGEMENTS:** We thank the Research Support Foundation of the State of São Paulo (Fapesp), which financed this research, and also for the contributions arising from the debate at the IV National Meeting of Teaching and Research in the Campo de Públicas (Enepcp), held in 2021.

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### **How to reference this article**

BRAVO, M. H. de A.; RIBEIRO, V. M.; CRUZ, M. do C. M. T. The Right Age Learning Programme (PAIC) according to Brazilian academic articles. **Revista on line de Política e Gestão Educacional**, Araraquara, v. 25, n. 3, p. 2911-2933, Sep./Dec. 2021. e-ISSN:1519-9029. DOI: <https://doi.org/10.22633/rpge.v25i3.15560>

**Submitted:** 10/08/2021

**Required revisions:** 15/09/2021

**Approved:** 14/10/2021

**Published:** 08/12/2021